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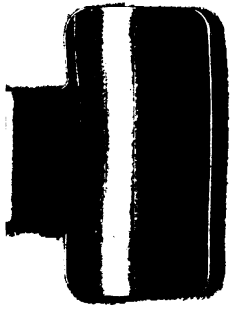
INAUGURAL MESSAGE

OF

GOVERNOR ERNEST LISTER

TO THE

THIRTEENTH LEGISLATURE OF THE STATE OF WASHINGTON



INAUGURAL MESSAGE

—OF—

Governor Ernest Lister

—TO THE—

Thirteenth Legislature

—OF THE—

State of Washington

1913
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OLYMPIA, WASHINGTON

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STATE OF WASHINGTON.

EXECUTIVE DEPARTMENT.

Olympia, January 15, 1913.

Members of the Senate and House of Representatives:

Selected by my fellow citizens to fill the highest office in their gift, I desire at this time to express my deep appreciation for the honor conferred upon me. I enter upon its duties realizing fully the responsibility of the position and in return for the confidence reposed in me by the citizenship of the state, I beg to say that the next four years of my life will be spent in an endeavor to so conduct the office to which I have been elected, that the state will receive some permanent and lasting benefit from my services and the people will feel, at the expiration of my term, that I did my duty as I saw it.

RESOURCES OF THE STATE

The citizenship of the State of Washington is fortunate indeed, in the possession of a heritage in the form of natural resources within the borders of the state not equalled by the resources of any other state in the union. We can more fully appreciate the diversity of these resources and the opportunities they offer, by starting at the state's eastern border and recounting them westward.

The rolling grain fields of the Walla Walla, Palouse and Big Bend districts are among the most productive grain districts in the world. To the westward are the more level valleys of the Snake and Columbia rivers and the irrigated areas of central Washington where are grown the finest fruits of almost every kind and variety. The product of these irrigated districts is sold not only in the markets of the United States, but also in the markets of Europe. A little farther westward is the Kittitas valley, a district famed particularly for the amount of hay raised there.

Within the past decade thousands of acres in all parts of Eastern Washington of what was formerly a barren waste, have been transformed into thriving fruit raising communities by means of irrigation. These districts, composed of irrigated tracts, combine the advantages of a thickly settled community with the benefits of out-door life and are indicatory of what may yet be developed on the now almost barren areas.

Next we come to the Cascade mountain range, whose underground wealth of mineral and coal deposits has been developed to such a limited degree that we cannot estimate their full value. On the west slope of the mountain range stands the largest body of valuable timber now remaining in the United States. This timber belt extends from the British Columbia boundary line on the north to the Columbia river on the south, and from the snow line of the Cascade range to the Pacific ocean. Throughout this great timber district are found some of the most fertile valleys in the United States. Dairying flourishes in this region, as does also the raising of strawberries, raspberries, blackberries and other small fruits. The success of those engaged in these industries suggests the possibilities of the development of this part of the state which will result from further clearing and cultivation of the logged off lands.

At sea-level large areas of tide lands, particularly in Skagit county, have been reclaimed, from which are being produced wonderful crops of oats and hay. Other natural resources of the state such as the vast abundance of clay, limestone and shale used in the manufacture of cement, paving and common brick, and building lime, need only be mentioned as references to sources of supply for great industries which will come with the growth of the state.

Along the southern line of the state flows the Columbia river, in whose broad fresh water expanse may float the deep sea vessels of the Pacific ocean. Farther north, through a large section of Western Washington, roll the waters of Puget Sound along its eighteen hundred miles of shore line, giving to our state the greatest natural harbors in the world. From the fresh water of the Columbia river and the salt water of Puget Sound are drawn each year salmon and other fish in

such quantities as to furnish a large proportion of the fish foods of the world.

Nature has indeed been lavish in the bestowal of her bounties on this commonwealth. It is our duty as citizens, while applying and using these natural resources, also to preserve and protect what we do not use for those who will follow after us.

We live in an age of advancement and progress. The spirit of individual independence in the political, business and social life of the people is stronger than ever before. The voters are less concerned with party names than with efficiency and economy in the administration of public affairs. They demand that the legislation enacted and the business transacted shall be in the interests of the citizenship of the state, rather than in the interests of those entrusted with power. It will be my highest endeavor during my term of office, to be the servant of the honest public opinion of the state and to make the keynote of my administration honesty, efficiency and economy.

Turning now to a consideration of the management of the affairs of the state, we should realize that the development of methods of administration is never at a standstill. If we do not move forward we shall certainly go backward. In private business the corporation or business firm, whose business is conducted according to methods used years ago, is rated as a second or third class concern. Just so in the use of methods in handling the business of the state. When we see that changed conditions and new needs demand different methods of administration, we should not hesitate to discard the old system and adopt a better system.

Yet in our endeavor to be progressive there is often a tendency to go too far. It is well, at all times, to follow safe and sane lines, to follow public opinion, rather than to rush in advance of it, lest the pendulum of progress swing backward and efforts along right lines be retarded and result in confusion. The great reforms of the nation have not been accomplished in a day. Neither can we, as the official representatives of the voters of the state, by enacting too many

of our progressive ideas into law at this session of the legislature, go back to the people and say that we have now reached the acme of perfection.

Public opinion as expressed at the last general election, November 5th, clearly indicated the desire that the public officials then chosen follow progressive lines, both in general legislation and in the management of the state's affairs. To my mind it further indicated that in enacting progressive legislation, the interests of the tax-payers be always carefully considered and that the cost of operating the various departments of the state government, be kept down to the lowest possible point consistent with an efficient administration of affairs.

PRESIDENTIAL PRIMARY

In my opinion we shall be complying with the desire of a large majority of the voters by adopting a preferential presidential primary law.

DIRECT ELECTION OF SENATORS

Under the provisions of our present primary law the voters of the state express their preference for the party candidate for United States senator. The enactment into law of this provision clearly indicates that the voters of Washington desire the right to vote directly for United States Senators, and the legislature will be complying with this desire by adopting a joint resolution ratifying the proposed amendment to the Constitution of the United States, providing for the election of United States Senators by direct vote of the people.

NON-PARTISANSHIP IN COUNTY AND CITY OFFICES

In recent years there has developed a strong sentiment in favor of the selection of county and city officials without regard to their political affiliations. The selection of county and city officials because of their political affiliation is of no benefit to the tax-payer, and I believe better management of the affairs of these offices would result if the partisan features in their selection were eliminated. I do not mean by this that strong county and city officials have not and can not be selected by following the partisan method. In fact, in some

instances a sufficient number of the voters have disregarded party lines and chosen the strongest men for the respective offices. I firmly believe, however, that the legislature would be making it easier for the voters to select the best candidates for office, by enacting a non-partisan election law covering county and city offices.

ABOLITION OF STRAIGHT TICKET CIRCLE

Recent elections indicate the necessity of further amendment to our primary and general election laws. I am of the opinion that the use of the straight ticket circle at the head of the party tickets should be eliminated. A system whereby a voter can place one mark at the head of the ballot and have that mark count as a vote for each of a long list of candidates, without doubt, encourages reckless voting and gives a greater opportunity for fraud, than if it were necessary to place a cross opposite the name of each candidate.

ELECTION BOOTHS

There are but few voters who have not at some time found it most difficult to mark their ballots in the booths provided, on account of the unsatisfactory light conditions. In a large number of our city voting precincts the temporary booths are placed against walls without windows, so that even during the daylight period it is often necessary to step out of the booth so as to read the names of the candidates on the ballot, and after 4:30 o'clock in the afternoon the voters are under the necessity of using the tables, walls or any other place outside the booth where a ballot can be laid out for the purpose of marking. In some city precincts voting booths are arranged in the open air, often on the sidewalk, where at night the only light provided is made by a flickering candle. If such a condition exists in city precincts, where often electric lights are available, the conditions in the country precincts are certainly no better. I would suggest that the proper committees having charge of the revision of the election laws look into the advisability of making some stringent provisions for the proper lighting of election booths.

ELECTION BALLOTS

The space on the ballots at the recent election in which to place the cross when desiring to vote for a candidate for office or on some constitutional amendment, was one-eighth of an inch square. The type used covering the constitutional amendments and also for the names of candidates was in proportion to the size of the square. There is probably not a single person here—unless he or she voted a straight ticket by placing the cross in the circle at the head of the ticket—who did not have to carefully follow the line from the candidate's name to the small sized square where the voting cross was placed. In my opinion the election laws should provide that the voting space on the ballot be not less than one-fourth of an inch square and if it were possible to make it three-eighths of an inch square, it would be a still greater improvement. The size of the type used should also be larger.

Another suggestion I believe it might be well to consider would be the advisability of placing the voting space at the left of the candidate's name rather than at the right, as is done under the existing laws. By following this plan the cross could be close to the candidate's name, instead of being as under the existing plan, in some instances separated by a blank space of two inches.

SHORT BALLOT

Another subject concerning which there has been considerable criticism is the slow counting of the ballots. In some precincts November last, the count was not completed until the third day following election, and in most precincts the completion of the count was greatly delayed.

These matters bring up the question of the short ballot, a matter receiving a great deal of consideration not only from legislators, but also on the part of the voters generally. The large size of the ballot at the recent election caused somebody to remark that the greatest difficulty of the ordinary voter was to get himself and his ballot into the booth at the some time. I do not desire to make any special recommendations on this subject, feeling that as a number of your honorable body have given a great deal of time and

attention to this matter, the legislature will consider it carefully and take such action as seems advisable.

The tendency of our time is to place more and more responsibility for the workings of the government on the individual voter. The laws regarding election ballots and election booths should be such, therefore, as to assist and encourage the individual voter to cast his or her vote for the candidates or measures preferred without hindrance, difficulty or delay.

CONSTITUTIONAL AMENDMENTS

By the adoption of the Initiative, Referendum and Recall amendments to our State Constitution at the last general election the legislature is called upon to enact into law the provisions necessary to make these amendments to the Constitution effective.

Article 2, Section 1 (b) of the Initiative and Referendum amendment reads as follows:

"The second power reserved by the people is the referendum, and it may be ordered on any act, bill, law or any part thereof passed by the legislature, except such laws as may be necessary for the immediate preservation of the public peace, health or safety, support of the state government and its existing public institutions, either by petition signed by the required percentage of the legal voters, or by the legislature as other bills are enacted. Six per centum, but in no case more than thirty thousand, of the legal voters shall be required to sign and make a valid referendum petition."

Your attention is called particularly to that part of the amendment wherein exception to the provisions of the referendum is made covering the "support of the State government and its **existing** institutions." Under this section any public institution that may hereafter be established will in all respects, including appropriations necessary for its establishment, be subject to the referendum provision of the State Constitution.

LEGISLATIVE AND CONGRESSIONAL APPORTIONMENT

According to the provisions of Article 2, Section 3 of the State Constitution, it becomes the duty of the legislature to "apportion and district anew the members of the senate and house of representatives according to the number of inhabi-

tants," etc., following the enumeration by the federal government, and as the legislature failed to make such re-apportionment at the Twelfth session, I respectfully desire to call your attention to the matter at this time.

Since the adjournment of the Twelfth session of the legislature, the Congress of the United States has made a re-apportionment of representatives among the various states. Because of the rapid increase in population in this state during the decade covered by the federal enumeration, Washington has been apportioned two additional representatives, making a total of five members from this state to the national House of Representatives. As the state is now divided into but three congressional districts, I suggest that your honorable body enact such legislation as is needed to give the various parts of the state the proper representation.

EDUCATIONAL INSTITUTIONS

The burning of the administration building of the State Normal School at Cheney last year, makes it necessary for your honorable body to determine the question of rebuilding that institution. The state has fully established its policy in regard to state colleges by regularly appropriating large sums to the State University and the Washington State College. In regard to the normal schools many think that a mistake has been made in the past by maintaining so many of these institutions. Other states with populations double and treble that of Washington, have adopted the policy of supporting two or three state educational institutions and then maintaining those institutions at a high standard. Washington has been maintaining five educational institutions. The legislature at the last session appropriated approximately $1,700,000.00 to their support. According to the reports submitted, approximately $2,987,000.00 or almost $3,000,000.00, is asked for the coming biennium. Is it wise to maintain duplicate buildings and equipments for three state normal schools, none of which can be raised to a high standard without even much larger appropriations than the amounts now asked, if one first class normal school would serve the needs of the state? Which is the better business policy, for the

state to maintain five educational institutions of ordinary rank, or three educational institutions, a diploma from any of which would be of real value in the educational world? The buildings and grounds of the normal schools which might be abolished by such a change of policy, could be taken over for other purposes. Normal courses might be added at the State University and the Washington State College if thought advantageous.

If there be strong opposition to the adoption of such a policy from residents of communities where normal schools would be discontinued, it should be remembered that the state's policy in this matter should be determined from the standpoint of the educational interests of the state and the interest of the people of the entire state, rather than of particular communities.

In this connection I desire to call your attention also to the fact, that the State University is considerably in arrears on payments and interest to the state school fund, for the land purchased for campus purposes. In offering the above suggestions on the subject of the state's policy in regard to the normal schools, I have done so in the hope that they may be of some assistance to you in arriving at the proper conclusion on this subject.

PUBLIC USE OF SCHOOL BUILDINGS

In some parts of the state the school building is the only suitable place in which to hold general public meetings, yet in some instances school boards have refused to permit the buildings to be so used. School buildings are built by public funds and are maintained at public expense. There seems to be no valid reason why these buildings should not be open for use to the citizens at any and all times, when such use will not interfere with the regular work of the public school. I would suggest that the legislature take some action that will make school buildings capable of a larger public use. Whenever a number of the responsible citizens of any community desire to use the school building of the district in which they live for the purpose of public meetings, they should be able so to do.

STATE BOARD OF CONTROL

Under existing laws the State Board of Control has charge of the Western Washington Hospital for the Insane, located at Fort Steilacoom, the Eastern Washington Hospital for the Insane, located at Medical Lake, the Northern Hospital for the Insane, located at Sedro-Woolley, the Institution for Feeble Minded, located at Medical Lake, the State Soldiers' Home, located at Orting, the Washington Veterans' Home, located at Port Orchard, the State School for the Deaf, located at Vancouver, the State School for the Blind also located at Vancouver, the State Penitentiary, located at Walla Walla, and the State Training School, located at Chehalis.

The board is called upon to visit at least once each year the University of Washington, the State College of Washington and the three State Normal Schools. It is also given authority to examine into their system of accounting, sources of income, expenditures and the financial management generally, also to make suggestions, in writing, to the Board of Regents of the institutions named, of such changes in the financial management of the institution as the Board of Control may deem advisable and necessary.

The State Board of Control, in its report, recommends the repeal of that section of the present law giving to it these powers. Continuation under the provisions of the present law means a divided authority, each of the institutions named having a separate board of regents. I concur in the recommendation of the Board of Control.

The Board also has a limited authority in connection with the State Reformatory and in its report recommends that this institution be placed under a single management. In my opinion this would be advisable.

The Board further recommends that the appropriations for each institution under its control be made in consolidated form. I quote from their report as follows:

"The wisdom of consolidated appropriations is apparent and they should be made for all institutions. The saving in auditing and accounting labor is obvious, and the clearer classification of expenditures is a convincing argument in favor of the plan.

"Under the old system of segregating appropriations there

were separate funds for different items of maintenance, and the result was sometimes, for instance, that the funds available for subsistence ran perilously low while other funds showed a good balance."

I have carefully weighed the advantages that might be derived from the adoption of this recommendation and am inclined to the view that the legislature ought to segregate the appropriations, possibly not to the degree followed by some previous legislatures, but to the extent of placing maintenance, new buildings, general repairs and improvements, and any appropriations that may be requested for some special purpose, each in separate items.

The Board of Control has been in existence for a number of years. It ought to be possible to indicate to the legislature very clearly the daily cost per person for maintenance and to make a reasonably close estimate of the probable increase in numbers during the term for which the appropriation is required, so that this can be called for as one item of the appropriation bill. In requesting appropriations for new buildings or for other special purposes, it is the duty of the board to become thoroughly informed as to the probable cost, so that an intelligent statement of the requirements along these lines can be furnished to the legislature when a request is made for such information.

STATE TRAINING SCHOOL

On September 30th, last, there were confined in the State Training School at Chehalis two hundred and thirty-one boys and sixty-two girls. The records of the institution also show that on the same date there were one hundred and ninety-two boys and sixty-six girls out on parole. It would appear to me to be advisable to create a new institution to care for the girls now at the State Training School and for those who may be hereafter committed. I believe in the absolute separation of the sexes in an institution of this kind and recommend that this matter be given your careful consideration during the present session.

Abundant employment can be found for the inmates of this institution by still further equipping the different de-

partments so that clothing, shoes, slippers and other articles of wearing apparel, required for the patients at the hospitals for the insane, can be manufactured. I understand at the present time some of the clothing for the hospitals is manufactured at the State Penitentiary and also at the State Reformatory. With the numbers constantly increasing in the State Training School, would it not be advisable to make a specialty of industrial work for use at other institutions, and employ the labor of the prisoners at the State Penitentiary and State Reformatory in other lines?

STATE REFORMATORY

At the State Reformatory the work of clearing and developing the land owned by the institution ought to be carried forward as rapidly as possible, and I know of no reason why a number of prisoners at this institution should not be used on state highway work.

STATE PENITENTIARY

The number of prisoners at the State Penitentiary on January 1st was eight hundred and seventy-one. The number on parole was thirty-four and at the rock quarries fifty-two, making the total under commitment to the institution, nine hundred and fifty-seven on that date.

The capacity of the jute mill, the product of which is principally grain bags, was recently doubled and requires approximately five hundred and fifty men in its operation. The mill can manufacture only a small part of the grain bags required each year in the state, even if operated to its full capacity.

It was originally installed on account of the beneficial effect it might have in assisting to hold down, and act as a regulator in the price of grain bags sold to the farmers of the state. The original law provided for the sale of its product at actual cost. The Twelfth Legislature amended the law so that under its provisions the board now has full power to fix prices and can make a profit if it desires so to do. The report of the State Penitentiary covering the two years ending September 30, 1912, shows that manufactured

product of the jute mill amounted to $272,871.00 and was sold at a profit of $108,316.00. This is approximately 40% profit figured on an output basis, and as a result of this change in the system regarding the sale of grain bags, there has been a great deal of criticism on the part of the farmers. A feeling exists that the dealers in imported grain bags, from whom most of the bags must be purchased, have charged a higher price as a result of the price of the state product having been increased.

I quote from the second message of Governor Albert E. Mead to show that in recommending the installation of additional machinery in the jute mill, his recommendation was based on the fact that it would further tend to regulate the price of grain bags and like products to the farmers of Washington and not for the purpose of developing a department the output of which would yield a profit of approximately 40% to the state.

"I recommend the installation of additional machinery in the factory operated by convict labor at the state penitentiary for the manufacture of jute fabrics, so that the increased product **may tend to regulate its price to Washington farmers.**"

I am of the opinion that the prices fixed on the product of the jute mill ought to be at cost or a small percentage above cost, especially as the products are sold to our own citizens. There is no other line of product manufactured either in the State Penitentiary or any other institution that is sold at a profit.

Since making this investigation it has appeared to me, in view of the possibility of grain being handled in bulk in the near future, and also the fact that some other kind of grain bag may come into general use, in the manufacture of which the machinery of the penitentiary could not be used, that the state's interests would have been better protected had the mill been continued at its original capacity. The cost of the building required for the additional machinery and the machinery purchased, amounts to a large sum and should the use of grain bags be discontinued, the state will have on its hands a large quantity of machinery suitable for no other purpose. As a protection to the farmers practically the same

result would have been arrived at with the mill of smaller capacity.

In the consideration of penitentiary matters I hope it may be possible for the legislature to devise some means whereby the labor of a number of the convicts can be used in the construction of state highways. By the use of convict labor for this purpose the people of the entire state would be benefited. Some work along this line has already been done. Without doubt full information regarding the results obtained and its possibilities for future highway construction can be obtained from the State Highway Commissioner.

NORTHERN HOSPITAL FOR THE INSANE

In addition to visiting the State Reformatory and the State Penitentiary I recently spent some time at the Northern Hospital for the Insane, located about three miles from Sedro-Woolley in Skagit County. Since its establishment about one hundred inmates have been cared for in temporary quarters and a large amount of land cleared by them. The first permanent building, a combination administration and ward building capable of housing two hundred patients is now ready for occupancy, and within a few days a number of patients will be transferred to the institution from the Western Washington Hospital for the Insane, relieving the crowded condition there.

The land owned by the state in connection with this institution is excellent, and every effort ought to be put forth to get it under cultivation as soon as possible.

I regret it has not been possible for me to visit more of the state institutions. The report of the Board of Control, you will find, covers fully the ideas of its members regarding the needs of the institutions. While under the law this report is presumed to cover a period of two years, I am informed the financial part covers only twenty-three months. The Board may possibly have some explanation for having failed to follow the provision of the law in this matter.

There is a feeling existing in the minds of the people of the state that we are overburdened with commissions and commissioners and that the proper handling of the affairs of state would not be interfered with by abolishing some of these commissions and that a consolidation of these would not reduce the efficiency of the state machinery. I have given some thought to this matter and desire to present my views at this time.

PUBLIC SERVICE COMMISSION

The Public Service Commission has powers and duties that make it one of the most effective and valuable departments of the state. The report of the commission is in your hands. The recommendations submitted are entitled to your earnest consideration.

In the death of the Hon. H. A. Fairchild, who was for a number of years prior to his death a member of the commission, the state lost the services of one of its most valuable officials, one who gladly gave the full benefit of his abilities to the state at all times while occupying public position.

TAX COMMISSION

The Tax Commission, I am inclined to think, should be abolished, and the duties devolving upon this commission performed by a deputy who might properly be attached to the department of the Secretary of State. This deputy could take charge of all collections now in the hands of the Tax Commission and collect such other licenses and fees as are now collected in the offices of the State Auditor and Secretary of State.

To take charge of those duties requiring a commission, a non-salaried commission consisting of three state officers might be formed, the deputy above referred to to act as its secretary and statistican.

BOARD OF MANAGERS, STATE REFORMATORY

The State Reformatory, located at Monroe, Snohomish County, is now in charge of a Board of Managers, the State Board of Control having some authority covering the business management of the institution.

As a rule divided responsibility does not bring about the best results. I would recommend the abolition of the Board of Managers of this institution and the placing of the institution under the direct charge of the State Board of Control. One of the members of your honorable body is a member of the Board of Managers of this institution. There are other instances where members of the legislature are members of non-salaried commissions. Personally I am opposed to the principle of any member of the legislature being appointed to or occupying a position on any board or commission of the state during the time he is a member of the legislature. There cannot but be occasions when the duties of the two will conflict. Some gentlemen for whom I have the highest personal regard and whom I count among my best friends, are now members of the legislature and also occupy positions as members of boards under appointment by the chief executive of the state. I mention this so that the legislature may clearly understand I have no personal feeling whatever in taking this position, but believe it to be along the lines of more fully protecting the interests of the people of the state.

COLLECTIONS AND DISBURSEMENTS BY UNSALARIED BOARDS AND COMMISSIONS

Under existing statutes I find the following named Boards are authorized to collect fees and licenses and are not called upon to turn the moneys so collected into the State Treasury, but are allowed by law to pay their per-diem and expenses from the funds in hand:

State Board of Dental Examiners
State Board of Medical Examiners
State Board of Pharmacy
Nurses' Examining Board
State Board of Optometry
State Board of Barber Examiners
Embalmers' Examining Board.

Having had but a short time for this investigation it may possibly be there are other Boards having the same authority regarding the collection of fees and expenditure of funds.

In my opinion the moneys collected by any department

of the state or by any board, commission or commissioner, should be promptly turned into the State Treasury and the per-diem and expenses incurred by all such boards, commissions or commissioners should be paid out only in warrants drawn by the State Auditor on the State Treasurer, after the presentation of vouchers signed by the payee and certified to by the proper officers of the boards or commissions.

BUREAU OF INSPECTION AND SUPERVISION OF PUBLIC OFFICES

This state now has what is known as the Bureau of Inspection and Supervision of public offices. It has been in existence a little over two years. The last legislature made an appropriation of $25,400.00 to cover the expenses of the departments and this legislature is called upon for an appropriation of $32,400.00 for the two years beginning April 1st next. The appropriation made by the state from its general fund covers the overhead expenses of the Bureau and the cost of auditing state offices and departments.

Whenever deputies are sent out to make an audit of any office or department of any county or city the salaries and railroad fare of such deputies are paid by the county or city, the salary being at the rate of $8.00 per day. The total expenditures for the term beginning June, 1909, and ending January, 1913, according to figures furnished by the State Auditor's department, amounted to $120,155.46, the state appropriations for the Bureau not being included in this amount.

Tax payers in different counties and cities of the state have made strong objections to the continuation of this Bureau. One of the claims made is that the Bureau has the power to send into any county or city any number of accountants it may desire, and continue them at work for any length of time, at the expense of the county or city to which they are sent. There are now employed in the department about twenty-five accountants.

One of the duties of the Bureau prescribed by law is that they shall formulate a uniform system of bookkeeping for the state, county and city offices. Would not the tax payers' in-

terests be better subserved by abolishing the Bureau as now constituted and in its place authorize the State Auditor to employ two or three expert accountants, who have had experience with public records, for the purpose of working out a complete accounting system for the counties and cities of the state? By keeping in mind at all times the matter of simplification of the systems, my opinion is that the clerical force of most of our counties and cities could be materially reduced as a result of the work accomplished in this line and information desired by a tax-payer could often be more readily obtained.

INDUSTRIAL INSURANCE COMMISSION

By the establishment of the Industrial Insurance department the state has undertaken a great work, and without doubt, it will require some little time to perfect its administration. I understand the commission will recommend some amendments to the existing law and would suggest these be given your careful consideration.

Probably it would not be advisable to make radical changes in the law at this time. Its success or failure will depend largely upon its proper administration and satisfactory work cannot be accomplished if constant changes are being made in the law. Such changes ought to be made only when the necessity for them is clear.

It has been suggested that the department of the Commissioner of Labor be placed under the control of the Industrial Insurance Commission. I can see some advantages in adopting this recommendation if it would not be adding too many duties to a commission already having a great work to perform.

COMMISSIONER OF AGRICULTURE AND INSPECTION

Our statutes now provide for a State Dairy and Food Commissioner, a State Commissioner of Horticulture, a State Veterinarian, an Inspector of Oils, and a State Grain Inspector. At the Twelfth session of the legislature the department of State Grain Inspection was placed under the direction of the Public Service Commission.

The offices of these several commissioners are located in

different parts of the state. Most of the commissions have a number of deputies in their employ. I am of the opinion that the position of Commissioner of Agriculture and Inspection could be created and the duties of the five commissioners placed in his charge. By following this plan we would have a central authority and would materially reduce the office charges. To my mind the greatest saving could be made in the reduction of the number of deputies required and I feel sure the efficiency of the departmental work would be increased.

I urge your favorable consideration of this recommendation.

INSPECTOR OF COMMISSION HOUSES

There has been considerable complaint by the growers and shippers of fruits and vegetables throughout the state, that some of the commission houses handling their products sometimes make false reports as to the condition of the arrival of products at the points to which they are shipped, and with these reports as a basis for accounting, the grower or shipper is paid little or nothing for the products shipped. If your honorable body should decide to pass a law providing for the inspection of commission houses against which such complaints are made, I would suggest that that work also be placed under the Commissioner of Agriculture and Inspection. Such a law should provide for the payment of a fee sufficiently large to pay all the expenses of such a department.

HIGHWAYS

There is no question before the people of Washington of more importance than that of the construction of permanent highways. The State Good Roads Association and other organizations have given a great deal of consideration to this matter and will present to you a number of suggestions looking to more active work along these lines.

There are ardent advocates who favor large bond issues for this purpose while others recommend increasing the tax levy. Personally I do not, at this time, favor the authorization of an issue of bonds. The suggestion that the tax levy

be increased ought to be carefully considered before action along these lines is taken.

I hope it will be possible for this legislature to agree upon some line so that we may be able to expend the funds for highway construction now available, and that will become available, during the next two years. With this amount of money and an effective highway organization to see to its proper expenditure, added to the large amount of work contemplated by a number of the counties of the state, I feel that in two years we shall be better able to decide upon the advisability of issuing bonds or increasing tax levies.

As I have already stated, I hope some method can be decided upon at this time making it possible to utilize the labor of more of the state's prisoners on highway construction.

FISHERIES

The development of the fishing industry of the state has resulted in its becoming one of the most important of our industries. With this development come added responsibilities to the state. There is before you the report of the commission of five senators appointed to examine into the fishing industry and to make recommendations to your honorable body. In addition to this you will, without doubt, have the report of the Fish Commissioner of the state covering the last two years.

Reports indicate that the licenses and fees collected have not been sufficient to pay the operating expenses of the department. I understand that our rate of levy is about one-fourth that collected by the United States government in Alaska and there is every indication that the levy in Alaska will be increased in the near future.

The fish belong to the state. It operates the hatcheries and furnishes the necessary protection for the industry. In addition to taxing the industry to raise the necessary revenue for the operation of the fisheries department, I believe a further tax should be levied, the proceeds from which will result in the beneficiaries of the fishing industry bearing their proportionate part of the general expenses of the state.

To pay the operating expenses of this department until April 1st of this year the legislature will be called upon to make a deficiency appropriation of about $15,000.00.

I sincerely hope at this session it will be possible to so amend the fishery laws that the state's interests may be more fully protected.

STATE ARCHITECT

While a member of the Board of Control some years ago, I joined in a recommendation to the legislature for the appointment of a State Architect. The number of buildings constructed by the state is constantly increasing and those in use need repairs and changes in connection with which the services of an architect are required.

It is my opinion that a large saving could be made by establishing this department. The architect so employed would spend his entire time in securing information for the special lines of work he would be required to do. His office force could be increased or decreased to meet the requirements. I urge your consideration of this recommendation.

PUBLIC PRINTING

With the increase in the number of commissions and departments in the state government has come added cost for state printing. While a large amount of work done seems to be necessary and is required by law, it has appeared to me that in a number of reports published there is much unnecessary matter. I believe a large saving can be made by eliminating from the printed reports that portion of the matter not of general public interest or necessary for other than office record.

In those departments under my control I will endeavor to have that line followed in the future.

STATE FLAG

Most of the states have an official or state flag. Washington has not adopted such an emblem and I would suggest the passage of an act authorizing a committee of state officers to select and adopt an official flag for the state.

SUPREME COURT

It has been brought to my attention that the State Supreme Court is being called upon to pass upon an unusually large number of questions of litigation. A committee of members from your honorable body might be appointed to investigate this situation and determine upon what, if any, action should be taken to remedy the present condition.

DRAINAGE LAWS

There have been many complaints by those living in irrigated districts of the state, as to the unsatisfactory results of present drainage laws, and should this matter come before the legislature, I would respectfully suggest it be given your careful attention.

INTEREST ON WENATCHEE BRIDGE BONDS

My attention has been called to the fact that the state is in default on interest charges on the Wenatchee Bridge bonds and I suggest an appropriation be made at an early date to pay this interest.

COMMITTEE FOR RE-DRAFTING BILLS

Much needless litigation in our courts results from ambiguous language of statutes. It has occurred to me that such litigation might be minimized if the legislature were to provide for the appointment of a committee, to consist of three persons, not members of the legislature, whose duty it would be to check over and, if necessary, re-draft bills before their consideration for final passage. This committee of course, would be in existence only during he legislative session.

PANAMA-PACIFIC EXPOSITION

The people of California are actively engaged in preparing for the Panama-Pacific Exposition to be held in San Francisco in 1915. The part Washington as a state will take in assisting California to make a success of its great undertaking is largely in the hands of this legislature. From investigation of the records I find the following appropriations have been made by our state for a proper representation at other expositions:

World's Columbian Fair, Chicago, 1893....$150,000.00
Panama-American Exposition, Buffalo, 1901 25,000.00
St. Louis Exposition, St. Louis, 1903 ..... 75,000.00
Lewis and Clark Exposition, Portland, 1905. 75,000.00

In this list I have not included the Alaska-Yukon-Pacific Exposition for the reason of it being an exposition held in our own state.

The matter of presenting to this legislature the necessity for making an adequate appropriation has already been taken up by the commercial bodies of the state, and I understand that the amount necessary, in their opinion, is $500,000.00. Before granting so large a sum I would respectfully urge upon you the necessity of a careful perusal of the reports of the state officers and commissions, also boards having charge of our educational, charitable, penal, reformatory and eleemosynary institutions. These reports cover the departments of the state for which appropriations must be made and whose requirements are constantly increasing. These are certainly entitled to your first consideration.

The ardent advocates of this appropriation—and in their numbers are found some of the most loyal and progressive citizens of our state—will point to the great advantage to be derived by inducing people of large means from all parts of the United States to visit Washington while in the West, giving to them an opportunity to investigate our resources and industrial advantages, the probable result being the making of investments by them. Its advantages from the standpoint of encouraging emigration to the state will also be pointed out. Yet taking the most favorable view possible, I cannot convince myself that there is necessity for so large a sum being appropriated for this purpose. I certainly hope that the appropriation made for exposition purposes will not exceed $200,000.00.

When we consider the fact that in the past the lumber and agricultural interests of the state have assisted largely in the success of former expositions by contributions of exhibits in their line, without cost to the state, also that certain counties and cities will probably make appropriations to advertise the advantages of their respective sections, I feel that